



REDEVELOPMENT

issue committee **REPORT**

INDIANAPOLIS-MARION COUNTY
Comprehensive Plan Update



REDEVELOPMENT

issue committee REPORT

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- **Clarian Health** - transportation
- **Indianapolis-Marion County Public Library - Glendale Branch**
- **Indianapolis Neighborhood Resource Center**
- **Naval Air Warfare Center Indianapolis**
- **Wheeler Arts Community** - (University of Indianapolis and South East Neighborhood Development Corporation)

Dear Members of the Indianapolis Insight Steering Committee:

Indianapolis is rapidly reaching the end of its potential for Greenfield development and must begin to emphasize maximizing the viability of its existing neighborhoods as desirable places to live, work and recreate. The purpose of the Redevelopment Committee was to investigate the comprehensive planning issues related to the areas of the city that are blighted, aging and lacking reinvestment. Past comprehensive plans have not given extensive attention to redevelopment strategies. As urbanization occurs in the remaining rural and sparsely developed areas with Marion County, the Comprehensive Plan must prioritize redevelopment strategies more emphatically than in the past.

The past decade has witnessed significant revival of many inner city neighborhoods. The City of Indianapolis has participated with neighborhood associations, community development corporations, private development companies and countless individuals to restore older housing, adapt and reuse commercial and industrial space and also attract new construction and in-fill development. Many neighborhoods seek retail and office services that serve the shopping and employment needs of residents. The challenge remains to stem further decline and to attract new investment to other neighborhoods.

The Redevelopment Issue Committee has explored its mission against this background. The committee examined a number of local success stories, heard from experts in the field and evaluated local and national trends.

With the help of dedicated City staff, the committee organized its recommendations into three groups: **Implementation Infrastructure**, **Tools to Strengthen Existing Assets**; and **Tools for Attracting New Investment**. The major recommendations in these groups are:

Implementation Infrastructure

- Increasing the capacity for redevelopment within the city government
- Refinements to city regulations, procedures and incentives to enhance redevelopment efforts and improve the quality of redevelopment projects
- Working in collaboration and partnership with community development corporations, private developers and other neighborhood-based organizations
- Broadening redevelopment efforts beyond their traditional base in the inner-city to address declining corridors and suburban areas

Tools to Strengthen Existing Assets

- Refining lending packages for a variety of single family and small multi-family projects that will stimulate housing rehabilitation and maintain the city's stock of affordable housing
- Strengthening existing retail, commercial, industrial and cultural facilities
- Coordination of various public investments and services to enhance redevelopment efforts

Tools for Attracting New Investment

- Creating additional tools that will attract new investments in retail, commercial and industrial facilities
- Coordinate redevelopment efforts with workforce development
- Attract new investment to "brownfield sites" and "greyfield sites"
- Encourage business districts to organize using models such as "Main Street" for marketing and promotions and to plan and implement physical improvements

By making the creative reuse of our existing infrastructure, buildings, and communities, we believe that the City can continue to grow in its vitality and influence long after it has exhausted its vacant developable land. This challenge is one of setting community based regeneration goals, then mobilizing the private and public resources necessary to reach these goals through the tools listed above. Many of the organizational and resource linkages necessary to do this do not exist, and the City must lead collaborative efforts to form new partnerships and ensure that they have the resources to achieve their missions. We are confident that the public will and the resources to enable our neighborhoods to reach their potential already exist, and are awaiting the appropriate public initiative to shape the necessary tools to achieve redevelopment goals. We hope that these recommendations will serve as a framework for creating this public redevelopment infrastructure.

Respectfully,

William G. Taft
Chairperson
Redevelopment Issue Committee

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Background
INFORMATION

Introduction

Updating the Indianapolis/Marion County Comprehensive Plan is a complex and challenging undertaking, offering an opportunity for the City and its citizens to develop a realistic vision for the future.

The Redevelopment Issue Committee is one of eight Issue Committees formed to provide a forum for detail public discussion of various topics. Each committee was made up of 30 to 40 experts, city staff persons and just plain folks to discuss their issues and develop goals, recommendations and standards in their particular topical area. The committee meetings were open to anyone who wanted to attend.

The public input process of the Comprehensive Plan Update began with four Town Hall Meetings. These meetings were held in various locations around the city and on various weeknights in late September and early October 2000. Through the course of the Town Hall meetings, several recurring themes also became evident. These themes required in-depth study. However, the format of the Town Hall meetings did not permit this so eight issue committees were formed to provide the required additional analysis.

The eight committees formed were:

- Cultural, Social and Education
- Economic Development
- Environment, Parks and Open Space
- Land Use Standards and Procedures
- Neighborhoods and Housing
- Redevelopment
- Regionalism
- Transportation and Infrastructure

Each of the eight Issue Committees met eight to nine times from late January to July 2001. The invitation to join an issue committee was made at the Town Hall meetings and through a newsletter sent to over 1200 persons and organizations including every registered neighborhood association in the city. Over 300 persons volunteered to serve on a committee. Committee members were polled as to their most convenient meeting times and the meetings were scheduled accordingly.

Committee Description

As cities age, certain areas become blighted, stagnant and deteriorated. When it is recognized that the ordinary operations of private enterprise are not stemming or reversing blighted conditions, cities may exercise their powers of clearance, replanning and redevelopment. Traditionally cities have focused their redevelopment efforts in older areas of the central city where regulatory controls alone cannot remedy the situation. Other types of redevelopment activities are emerging outside the central city. Older industrial sites may need to be reassembled into more marketable sizes and shapes. Early versions of shopping centers may now be functionally obsolete and require public support to make the transition to new uses. Certain public and institutional sites periodically become outdated and surplus. Many redevelopment sites must be provided with more modern infrastructure and land use controls to successfully accommodate new uses in their neighborhood setting.

The City of Indianapolis must plan for continued redevelopment activities to attract new businesses and encourage existing businesses to remain, increase employment opportunities, protect and increase the tax base and encourage overall economic growth. Such efforts must be consistent with an overall Comprehensive Plan. The City is empowered to undertake such activities within its comprehensive planning program.

The Town Hall meeting process raised this issue through the following points:

- Redevelopment of deteriorating areas, including brownfields
- Redevelopment of abandoned or underused buildings
- Preservation of historic buildings, housing stock and neighborhoods
- New uses for defunct commercial areas, governmental and institutional buildings
- City-led conversion of other land uses based on their blighting influence on surrounding properties
- Encouraging development on or near existing mass transit lines, sidewalk, street and sewer and water infrastructure, discourage sprawl
- Maintain healthy commercial areas near existing homes, where residents may find services and employment close to their homes

This issue committee also investigated the following emerging planning concepts.

Smart Growth

- Redevelopment of infill housing, brownfield sites and obsolete buildings
- Land use planning that is Comprehensive, integrated and regional
- Urban neighborhoods and urban centers that are integral components of a healthy regional economy

Transit oriented density-design

- Development that takes advantage of higher concentrations of people as customers, residents, transit users and employees by locating at major intermodal facilities. Developments of this type also can reduce or eliminate off-street automobile parking lots or structures because transit services, bicycles and pedestrian access are integral to the project.

Mixed Use development

- Several types of land uses may be mixed within an overall redevelopment site. This could include vertical or horizontal arrangements of living, working, shopping and personal services.

solution
FINDING

Issues, Recommendations and Standards

Issue

IMPLEMENTATION INFRASTRUCTURE

Description

The city must maintain its capacity to meet the ongoing need for redevelopment. This requires an effective use of public resources and a keen awareness of the changing character of deterioration and blight. Increasingly redevelopment involves the coordination of public and non-profit agencies, private developers and neighborhood based organizations.

goal one

Strengthen the City's redevelopment capacity, making efficient use of public, private for-profit and non-profit resources.

<i>Recommendations</i>	<i>Responsible parties</i>	<i>Comments</i>
a) The City should continue to redevelop blighted and deteriorating areas proactively and in partnership with local non-profit developers, neighborhood associations, community centers and for-profit developers.	DMD	
b) Provide funding for CDCs to fill vacuum in unserved neighborhoods and assist in start-up of new CDCs.	DMD, Indianapolis Neighborhood Housing Partnership (INHP), foundations or similar organizations	Funds are needed for start-up and administration, not just for project costs.
c) Prioritize city infrastructure improvements to make redevelopment sites and their environs more attractive and competitive.	DMD, DPW	Some older areas need significant improvements to streets, sidewalks, storm sewers etc.

d) The City of Indianapolis should assist in the creation and support of a county-wide entity to support mixed use redevelopment activities.	DMD, ICND, IUEDI, business and trade organizations, lending institutions	<p>This entity would serve to:</p> <ul style="list-style-type: none"> ▪ Advise and advocate for business community-based development groups and businesses ▪ Stimulate redevelopment of housing, retail, commercial and industrial land and business ▪ Disseminate information on available redevelopment sites and prospects ▪ Offer expertise in marketing, financing and leasing, especially to small scale commercial and retail operations
e) Increase City's capacity to aid private property owners in finding new uses for brownfield sites, establish a city "ombudsman" for brownfield affected sites.	DMD Brownfield coordination	Added capacity is needed for assisting citizens and neighborhood organizations in brownfield sites.
f) Develop a "tool kit" of city resources and contacts to assist brownfield redevelopment.	DMD Brownfield coordination	
g) Use geographic information systems (GIS) to better identify active redevelopment areas, indexed with the pertinent city agencies, neighborhood based organizations and other adopted plans for the areas.	DMD	This information should be available on-line to all interested parties. Provide maps with brochure-type information to attract potential buyers and tenants.

goal two

Refine existing city codes and procedures to strengthen assets and enhance redevelopment efforts in the city.

<i>Recommendations</i>	<i>Responsible parties</i>	<i>Comments</i>
a) Provide flexible zoning districts and procedures to attract new uses for obsolete structures and sites. Consider a planned unit development approach for the special needs of redevelopment projects.	DMD	Land use maps should provide for new mixed-use areas.
b) Establish Urban Design standards specifically for infill settings and associated with the particular character of the location. Require that city assisted redevelopment projects have new buildings and signage that are compatible their urban context.	DMD	Certain common patterns apply to the era in which the area was first developed.
c) Require pedestrian friendly site plans, consider elderly and disabled persons in planning.	DMD	
d) Investigate the potential public impediments to non-profit and for-profit redevelopment efforts and reduce these where practical.	DMD	
e) Require green spaces and landscaping in redevelopment projects.	DMD	Note the need for redevelopment sites to be attractive to new customers, workers and to their neighborhoods. Improve the general environmental conditions.

<p>f) Refine the City's parking requirements to facilitate:</p> <ul style="list-style-type: none"> ▪ Shared parking of adjoining uses ▪ Parking ratios that reflect pedestrian access, on-street parking and transit influences ▪ Remote locations of employee parking, linked by shuttle buses and sidewalks ▪ Site planning standards for parking lots that will increase the attractiveness of parking within existing business and residential context ▪ Addition of shade trees, reduced impervious area and mitigation of other environmental impacts ▪ "Parking Impact Studies" that assess the actual need for parking of new and infill development and the orientation to the use to be served 	DMD	<p>Redevelopment areas offer the opportunity for a better balance of land uses, pedestrian friendliness and land devoted to vehicular uses.</p>
<p>h) Consider a hierarchy of City redevelopment incentives in a two-tiered approach, based on the scope of the project, impact on the neighborhood and extent of community participation.</p>	DMD	<p>See Appendix 6 for explanation</p>

i) Refine City and County land disposal procedures to encourage redevelopment of the buildings and sites. Index subject properties to adopted city redevelopment and neighborhood improvement plans. Notify CDCs and neighborhood organizations of available properties.	DMD, Marion County Treasurer and Recorder, Marion County Health Department (MCHD)	Encourage prospective buyers to investigate the adopted plans for the subject area.
j) Reduce the blighting impacts of vacant, tax delinquent and surplus properties.	DMD, MCHD	Keep vacant buildings boarded and secured. Remove trash and weeds.
k) Indicators of blight should be reviewed remotely to identify likely "redevelopment" areas. It is also possible to track indicators of positive change and analyze whether land use and zoning policies are having the desired effects.	DMD	An "early warning system" would be helpful to the city, with the intent to avert further decline.

issue

TOOLS TO STRENGTHEN EXISTING ASSETS

Description

The ordinary operations of private enterprise may fail to maintain or to improve older areas of the city. These areas require replanning and redevelopment. Public services and financial assistance can encourage private investment that will stabilize those neighborhoods that are experiencing blight and deterioration.

Goal three Strengthen existing neighborhoods with housing and promote redevelopment sites and facilities.		
<i>Recommendations</i>	<i>Responsible parties</i>	<i>Comments</i>
a) Create or expand home loans that will assure diversity in rebounding neighborhoods.	Private lenders, Mayor's Housing Task Force	Ensure that lending regulations or practices do not unduly segregate neighborhoods by income tests.
b) Make maximum use of public transit and alternative modes of transportation in redevelopment plans. Coordinate site planning to increase the convenience of transit riders, bicyclists and pedestrians.	DMD, Metropolitan Planning Organization (MPO) & IndyGo	Redevelopment sites may be more likely than "greenfield" sites to already have mass transit nearby.
c) Provide intensive code enforcement in redevelopment areas.	DMD and MCHD	

d) Develop single-family home loan products to fill a void for purchase and rehabilitation of older houses. Simplify the process of two loans (1 st construction loan then 2 nd mortgage loan).	Lenders, INHP, Mayor's Housing Task Force See also Housing and Neighborhoods Committee	It is critical to broaden home ownership. This segment is missing loans for many people who want to buy existing homes that do not meet building codes. The problem is that sale of original loan requires home to be fully restored. This leaves out the "sweat equity" buyer who will take more time to restore the home.
e) Develop more loan products for small-scale rental properties (i.e. 2-4 unit buildings), especially to improve housing stock. Terms should be more manageable, with smaller down payment, longer term and better interest rates.	Lenders, INHP, Mayor's Housing Task Force	It is critical to maintain or improve existing housing stock.
f) Preserve the city's stock of affordable housing, including elderly and special needs facilities, which are convenient to relevant personal services.	DMD and CDCs	Some housing types may be especially good fits for redevelopment areas where shopping, transit and other services are existing or improving.

goal four

Strengthen existing retail, commercial, cultural and industrial facilities within redevelopment planning areas.

<i>Recommendations</i>	<i>Responsible parties</i>	<i>Comments</i>
a) Keep or expand programs such as retail tax abatement and façade improvements assistance.	DMD	
b) Coordinate the city's mass transit services and other modes of transportation to complement redevelopment plans.	DMD, MPO & IndyGo	

c) Include libraries, cultural institutions, parks and recreation and education providers in redevelopment planning.	IMCPL, parks, museums, cultural institutions	These non-commercial land uses can add amenities and attractions to commercial redevelopment.
d) Consider the development of new "mixed income and use neighborhoods" on underutilized land, including large retail sites and shopping centers that are now obsolete.	DMD incentives and formal redevelopment declarations	Older shopping centers may be large enough to be "resized" for smaller scale retail while allowing residential uses on the remainder. Starting with a large parcel under single ownership is an advantage.
e) Allow multiple story or higher density retail development to fit new retail to existing lots.	DMD	
f) Display redevelopment areas and Economic Improvement Districts ("EIDs") on the City's Geographic information systems (GIS). This information should be readily available to the public.	DMD	This will help investors to find sites with incentives and functioning redevelopment programs.
<i>Standards</i> <i>When developing the land use plan for Marion County:</i>	<i>Justification</i>	
i. Look for rational boundaries inside which non-residential land uses have room to grow. Do not sacrifice stable residential areas.	Redevelopment areas are more likely to have residences located very close by, with predictable conflicts.	
ii. Provide reasonable and effective growth areas around major employment centers. Establish sufficient room for viable business areas to expand. Compare existing land use plans with zoning. See when isolated residential uses may deter business expansions.	Established employers may need assistance in keeping their facilities attractive and competitive. Examples: more employee parking, larger maneuvering areas for trucks, loading, better space arrangements for modern business methods.	

Issue

TOOLS FOR ATTRACTING NEW INVESTMENT

Description

The City must sharpen its tools to attract investment to areas that are lagging behind general patterns of private investment. These tools must include land assembly, reuse of brownfield sites, appropriate development regulations, coordination with workforce agencies and support of business start-ups and expansions.

goal five

Create and apply effective tools to attract new retail, commerce, industry, employment and tax base in redevelopment areas.

<i>Recommendations</i>	<i>Responsible parties</i>	<i>Comments</i>
a) Advance the retention and expansion of existing employers who need additional land area around their facilities.	Indianapolis Regional Economic Development Partnership (IREDP), utility companies, DMD	Note that some viable businesses need to expand but cannot do so without city help.
b) Return vacant or under-used land and structures to productive use and to the local property tax base (AKA "greyfields").	IREDP, utility companies, DMD	

c) Recruit neighborhood residents for construction jobs and new permanent jobs from redevelopment facilities, include job training. Coordinate redevelopment planning with employment and training programs.	Workforce agencies , Indianapolis Private Industry Council (IPIC), neighborhood associations, community centers agencies	
d) Educate the public and private sectors on the local, state, and federal financial and technical redevelopment tools available for responsible brownfields redevelopment.	Brownfield Coordinator	
e) Provide technical guidance concerning state and federal brownfield assessment and clean-up guidelines to local developers, neighborhood & community organizations, private entities and not-for-profit organizations.	Brownfield Coordinator and DPW- Environmental Resources Management Division (ERMD)	
f) Encourage brownfield redevelopment through the development and implementation of financial incentives to address barriers to redevelopment.	Brownfield Coordinator	
g) Include green spaces and landscaping in redevelopment projects by city codes and by redevelopment plan conditions.	DMD	Note the need for redevelopment sites to be attractive to new customers, workers and to their neighborhoods. Improve the general environmental conditions.

h) Note that many older retail outlets and lots do not fulfill contemporary marketing practices. Land may need to be reassembled in some cases to meet these requirements.	DMD	Example: Many original convenience stores (1970-80's) were built in remodeled gas stations. Example: Many original convenience New C-stores are often much larger and are purpose-built. Lot depths and widths for modern retail may conflict with the typical lot sizes for older stores. The new sites may not accommodate more modern food retailing practices, with drive-up windows and parking spaces that do not conflict with gas dispensing.
i) Encourage business start-ups and locally owned businesses in redevelopment projects.	DMD, CDCs, Small Business Development Center, Neighborhood associations	Local and small businesses are key to successful retail redevelopment efforts.
j) Encourage the use of the "Main Street" model for as many retail districts as possible.	State Main Street and National Main Street programs	Meeting the requirements of this program will insure that an area is organized and ready for retail redevelopment.

Standards <i>When developing the land use plan for Marion County:</i>	Justification
i. Identify areas with established architectural and historic qualities where potential overlay districts can bolster preservation and restoration.	New development that respects its historic settings can enhance preservation and restoration of existing structures.
ii. Identify areas with a cohesive character for similar overlay zoning even if these areas do not meet historic district standards.	Areas that may not meet historic district standards may still have qualities that may be adversely affected by new development that does not respect the established setting.

goal six:

Support redevelopment projects that include the creation of new housing.

Recommendations	Responsible parties	Comments
a) Use the best of "New Urbanism" concepts to keep housing conveniently located to retail, offices, personal services and employment opportunities.	DMD	Some "New Urbanism" principles may require zoning ordinance changes for land uses, urban design and architectural standards.
Standards <i>When developing the land use plan for Marion County:</i>	Justification	
i. Develop the land use plan to include a variety of housing types and densities in redevelopment areas.		

Supplemental
INFORMATION

Appendices

appendix one

COMPREHENSIVE PLANNING

The Comprehensive Plan is a broad philosophical document, which promotes public health, safety, morals, convenience, order and the general welfare; encourages efficiency and economy in the process of development; promotes livability; and preserves the quality of life.

While the Comprehensive Plan is, by state law, the basis for zoning, the Plan may be developed for more than this limited purpose. State law requires that the Plan contain a statement of objectives for the future development of the City, a statement of policy for land use development and a statement of policy for the development of public ways, public places, public lands, public structures and public utilities. State law, however, permits each jurisdiction to develop its comprehensive plan in the way that most nearly meets the needs of that jurisdiction.

In Indianapolis-Marion County, the Comprehensive Plan has historically been more than a series of policy statements. It has been a detailed guide for development, which has contained policies, maps, text and critical areas designating the most appropriate land use recommendations for all parcels of land in Indianapolis and explaining the basis for those recommendations. The Plan was initially adopted in 1965 and has been updated in roughly 7 to 10 year increments, with the most recent update occurring between 1991 and 1993.

Extensive public input has already been a part of the comprehensive planning process. Indianapolis Insight began with a kick-off conference, which was followed by a series of town hall meetings. This was followed by the Issue Committee process. Throughout the planning process a Steering Committee will keep things on track. Other forms of public outreach included press releases, a newsletter and a website.

Kick-off Conference

Held September 14th, 2000. Over 1000 persons were invited to attend and bring others. Attendance was estimated at 220 persons for the morning-long event. The event included a presentation by Dr. Catherine Ross of the Georgia Regional Transportation Authority, a panel discussion by local leaders with various viewpoints on the topic of city development and a

presentation of the planning process to be used for the Indianapolis Insight Plan. The conference was covered in the local news media.

Town Hall Meetings

The first series of Town Hall Meetings was held in September and October of 2000. Over 1200 persons were invited, including every registered neighborhood organization. Meetings were held in four locations around the city on various nights of the week over a three-week period. Attendance ranged from 20 to 40 persons per meeting. Participants were asked about what city development issues were important to them now and in the future. Participants were given the opportunity to preliminarily sign up for the issue committees. Three of the four meetings were covered by the local news media.

Steering Committee

The Steering Committee is made up of 43 persons representing various groups with a stake in the development of the city. Its membership includes the chairpersons of the Issue Committees. The Steering Committee meets as needed throughout the planning process.

Newsletters

A newsletter, *The View*, was sent out in November 2000. Mailed to over 1200 persons, including every registered neighborhood organization, *The View* contained information on the planning process to date and the invitation to take part in the Issue Committees. Subsequent issues of *The View* will be sent out as needed throughout the planning process.

Press Releases

The local media is notified about the Indianapolis Insight Plan at every step in the process. Press releases and media advisories go to 50 television, radio, and print media sources. The decision to run a notice about upcoming meetings or to cover a particular meeting is up to each media source and not up to the City. However coverage has been good with notices and stories run in a variety of television, radio and print sources.

Website

The Indianapolis Insight plan has its own website within the City's website. This website details the planning process and includes notices of upcoming meetings and minutes of past meetings. The website has experienced over 1000 hits from mid-December through the end of July 2001.

appendix two

VALUES STATEMENTS

Using the public comment at the Town Hall meetings as well as good planning principles, the Steering Committee developed a series of Value Statements to guide the planning process. Ideally all goals, recommendations, standards and land use recommendations will contribute to these values. At the very least they must not detract from these values. The Value Statements are as follows:

Development of our City should meet the needs of the present without compromising the needs of future generations.

We should strive to achieve a balance of land uses, including a diversity of housing options, throughout the various parts of the county and the region. Balanced land use is important not only for tax base equity, but also for communities where people can live, shop, recreate and earn a living throughout the different phases of their lives.

New developments should be well-planned, well-built and well-maintained to retain value over the long term. Established areas should be well-maintained to retain (or regain) value and to preserve applicable unique identities.

Education programs of the highest quality are vital to the health and well being of the City. We should encourage all citizens, regardless of age, to participate in the learning process throughout their lives. We should offer educational programs to individuals with a wide range of talents and abilities, enabling all members of the community to develop to their fullest potential. We must ensure that educational opportunities are available to all citizens, regardless of race, sex, religion, national origin or handicapping condition. We must maintain a world class educational system, providing programs of the highest quality to all citizens.

We should strive to maintain a healthy environment and to make appropriate improvements to the current state of the environment. Of particular importance are clean air, ground and surface water, conservation of natural features including wooded areas, and adequate parks and open space.

We should continue to improve our transportation system so that it is well connected, convenient, and safe. We should provide a variety of transportation choices so that all people, regardless of age or ability, can

travel throughout the region. The transportation and infrastructure systems should anticipate and guide the growth of the City.

We should maintain and further develop a strong, diverse economy and make efforts to attract and retain highly skilled and educated workers. Forces of disinvestment and decline should be countered with a variety of redevelopment and reinvestment activities wherever needed to maintain the vitality of the community.

The Regional Center should continue as the focus of the larger scale cultural events and venues, however we should support a variety of cultural activities within all parts of the city. We should respect historic structures and neighborhoods as the physical embodiment of our historical and cultural identity.

As the center of an increasingly regional metropolitan area, Indianapolis should be a leader in planning-related cooperation and communication.

appendix three

RESOURCES

Speakers:

Larry Coffey - Assisted with redevelopment areas bus tour

Todd Cook - Naval Air Warfare Center reuse and other industrial sites, Indianapolis
Regional Economic Development Partnership

Neva Hagedorn - Workforce development - Technical Training Services Inc.

Kyle Hendrix - City of Indianapolis Brownfields Coordinator

Robert Kennedy - Indianapolis Marion County Public Library Facilities Planning

Al Kite - Kite Development Co. - Glendale Mall Redevelopment

Carl Lile - United Northwest Area Development Corporation

Steve Logan - Assisted in the redevelopment areas bus tour

Karen McClurg - Indianapolis Neighborhood Resources Center

Bob Wilch - Principal Planner, City of Indianapolis, Inner City Retail Study

Handouts and Reprints

"An Eyesore No More - Indianapolis Brownfield Site Becomes Neighborhood
Anchor." Article from the Indiana Chamber of Commerce magazine.

"Tech Notes" - pamphlet from Technical Training Services Inc.

Web page reprint from Indianapolis Private Industry Council

Indianapolis Brownfields Redevelopment - prepared by Kyle Hendrix, Brownfields
Coordinator

American Institute of Architects Brownfield Information

Redevelopment Glossary - prepared by Dennis Slaughter, Senior Planner

"Goldfields from Greyfields - From Failing Shopping Centers to Great
Neighborhoods." Congress for New Urbanism - PWC Global Strategic Real
Estate Research Group. January 2001

"Greyfield Regional Mall Study"- Congress For New Urbanism - PWC Global
Strategic Real Estate Research Group. January 2001

Inner City Retail Study Power Point reprint

Redevelopment areas tour map set - prepared by Dennis Slaughter,
Senior Planner

appendix four MEETING MINUTES

MEETING ONE

*February 2, 2001
Wheeler Arts Community Center*

**Committee members
present:**

Bill Taft
Monica Acoff
Margaret Banning
Mike Cervay
Larry Coffey
Tom Crouch
Todd Cook

Pat Dubach
Bob Frye
Joe Giacoletti
Alan Goldsticker
Neva Hagedorn
Kyle Hendrix
Bill Ihrer
Dan Kloc
Steve Logan

Thomas Major
Karen McClurg
Randy Scheidt
Chris Streibeck
Andy Whitehurst
Brian Whitman
Cory Wilson

Others present:

David Kingen
Lisa Osterman
Eric Berman (WIBC Radio
News)

Staff Present:

Keith Holdsworth, Kevin
Gross & Dennis Slaughter

Committee Chairperson, Bill Taft, reviewed the committee's assignments to look at the redevelopment in declining areas of the city. He noted that in the past 10 years the city had grown outward into areas that were formerly farmland and that eventually urban growth will fill the county. He explained the purposes of this meeting as receiving background information on the overall comprehensive plan process, reviewing how the past plan addressed redevelopment and how the new plan should address redevelopment issues.

He asked the members, visitors and staff to introduce themselves. Mr. Taft reviewed the Code of Conduct. He addressed the Values Statements and asked for a volunteer to read the statements. Mr. Taft observed that many statements are different than those of past comprehensive plans. Bill Ihrer read the full list. Mr. Taft noted some new values including mixed-use development, maintaining existing neighborhoods, environmental concerns and transportation. He also observed that cultural and historic resources are important to neighborhood redevelopment.

Mr. Taft asked Dennis Slaughter to explain the overall planning process. Mr. Slaughter explained how the city staff prepared for the current plan update by conducting facility and services needs assessments in 1999. The staff also reviewed other successful city plans from around the country before designing the public involvement and research components of this planning effort. He also noted the evolution of approaches used by city planners to prepare comprehensive plans.

Mr. Slaughter reviewed the committee's purpose as directed by the Steering Committee. He noted that the committee contained many talented people whose talents and knowledge will be used throughout the 8 meeting process. He also noted that the first half of the process would be organized around common themes that relate to the meeting setting.

Mr. Slaughter reviewed the list of redevelopment issues that were identified in the Town Hall phase. Mr. Taft asked the committee for their comments and any additional issues that should be addressed by the committee. (These points are summarized)

- Redevelopment activities should not be concentrated only in Center Township
- Obtaining financing for redevelopment projects is a challenge, especially the private financial components
- Community development corporations should be on the list of concerns. CDC's vary in their effectiveness and accountability. There is some duplication of services
- Trees and landscaping are important for the environment and should be maintained or included in redevelopment areas
- Parking codes should allow more flexibility, noting that urban areas may use the same standards as suburban areas. In some cases the city may consider placing an upper limit on surface parking or restrict parking from in front of buildings
- Building and zoning codes must also reflect the urban setting to encourage people to build back on urban lots and do infill projects
- There is a need for better education of redevelopment issues for all the participants, including the public agencies who review plans
- More tools are needed to preserve historic structures, many are removed before a new use has been found for them
- Some building demolition is needed to suit the facility needs of modern tenants or prepare for a more sweeping change. An example is the last remaining house in a largely vacant block.
- Safety is needed in redevelopment, from crime and from hazards in buildings
- Sometimes buildings need to be "mothballed" to keep them stable and safe for a new use.
- The committee needs to become aware of the inner city retail studies over the past several years
- Retail facilities and marketing must fit the urban setting, the buying patterns of the residents
- The recommendations of this plan should be marketed later
- Retailers are needed on the committee
- State and local initiatives do not always mesh. Wage guidelines are generalized to the county not Center Township.
- Smaller employers (50 or less) are not considered in economic development promotions
- CDC's should be expanded into other neighborhoods

Bill Taft asked if anyone had suggestions of retailers such as grocery and drug stores who could become part of the committee. The committee concluded the generation of additional issues. Dennis Slaughter asked members to send him any additional concerns or suggested names before the next meeting.

He reviewed the meeting schedule. He said the next meeting will at the Naval Air Warfare Center in the classroom building. Bill Taft noted that there was a concern that these meetings are scheduled during the day when some people cannot attend. Committee members felt that this meeting time is best and noted that additional town hall meetings which will be held in the evening.

Bill Taft asked if anyone had access to a bus for the neighborhood tour. Dennis distributed reminders of project website.

The meeting adjourned at 1:25 p.m.

MEETING TWO

February 23, 2001

Naval Air Warfare Center - Teachers Resource Center

Committee Members

present:

Bill Taft
Margaret Banning
Larry Coffey
Tom Crouch
Todd Cook
Joe Giacoletti
Beth Grigsby

Neva Hagedorn
Kyle Hendrix
David Kingen
Dan Kloc
Hal Kunz
Steve Logan
Karen McClurg
Catherine Meeker
Randy Scheidt

Sherry Seiwert
Chris Streibeck
Betty Tuller
Robert Veneck
Andy Whitehurst
Brian Whitman
Cory Wilson

Others present:

Carl Life
Norman Pace

Staff Present:

Keith Holdsworth
Gina Bush Hayes
Kevin Gross
Dennis Slaughter

Bill Taft, Committee Chair, called the meeting to order at 11:40 AM. He asked those present to introduce themselves. He then asked the committee to review the minutes from the first meeting on 2-2-01 and asked for any corrections or changes. Noting that no changes came from the committee he asked for a motion to approve the minutes. Steve made the motion and Andy Whitehurst seconded the motion. All approved.

Mr. Taft explained the purpose of this meeting as an exploration of the redevelopment issues and tools associated with industrial sites.

Kyle Hendrix introduced himself and explained his previous work with the Indiana Department of Environmental Management and his current work with the Department of Metropolitan Development - Economic Development Division. Mr. Hendrix explained the terms and content of a handout that he prepared on "brownfields". He noted the variety of existing buildings and sites that may be defined as "brownfields." He explained the levels of environmental site assessments and the need for site research to clarify perceptions about brownfield sites and determine what must be done to allow property sale or redevelopment. He noted that cleanup requirements vary based on the intended new use on the site; i.e. residential uses require a higher level of cleanup than industrial uses. He described the resources available from the State of Indiana, federal and local sources.

Dan Kloc offered related comments about the positions of the American Institute of Architects and handed out information on this topic.

Several committee members discussed the issues related to government agencies publishing lists of known brownfield locations. It was noted that it is appropriate to publish information about active cleanup efforts and locations where cleanup has been completed. It was observed that a comprehensive list of suspected, unverified or unresolved sites might discourage needed investment due to the stigma of brownfield.

Discussion also included the different problems for small scattered sites, such as gas stations or dry cleaners compared to large industrial sites. Several members felt that governments have not given sufficient attention to the former while devoting their attention primarily to the latter. The committee discussed the concepts of "bundling" several small sites into cleanup efforts or indemnification from future liability claims.

Neva Hagedorn described the work of Technical Training Services, Inc., of which she is President and CEO. She explained that TTS provides technical and life skills to the unemployed or underemployed of Indianapolis. She noted the evolution of approaches to job training and job placement as part of US programs from the CETA and JTPA programs to the current Workforce Investment Act. She remarked that, while Indianapolis has had unemployment rates of 2-4% on average in recent years, some neighborhoods have had 20-30% unemployment rates. She noted that many jobs may be on the outer edges of the city and potential inner city employees cannot reach these jobs.

She stressed the importance of strong partnerships of many parties to address these problems and pointed to her agency's work with United Northwest Area Development Corporation (UNWA). She also explained resources such as the Indianapolis Private Industry Council, community centers and some churches. She pointed out that more entities have become involved with workforce issues. She linked these issues to neighborhood redevelopment plans where brownfields may exist.

Carl Lile, Executive Director of UNWA, discussed several aspects of land assembly, brownfields and job training in his project area. Committee members discussed the reasons for new jobs to be attracted to outer areas, such as Hamilton County including tax incentives, "greenfield" sites, lack of neighborhood opposition and possible zoning policies.

Todd Cook discussed the Indianapolis Regional Economic Development Partnership and its work with the marketing of four industrial sites in Marion County. He pointed out a former CSX rail yard on the west side and the collaboration with the Westside Community Development Corporation. He then described a project at West 16th Street and M.L. King Drive that is developed by Browning Investments. Another site is in the area of I-70 and Keystone Ave., which is done in conjunction with the Martindale-Brightwood neighborhood. He then explained the history of the Naval Air Warfare Center and its reuse plans.

Bill Taft asked the committee to reflect on the issues raised in the meeting and suggest some broad goals on industrial and brownfield redevelopment. The committee offered the goals and ideas:

- A "tool kit or tool box" is needed to connect developers with redevelopment sites. It should be linked to workforce programs, be clear and simple to use and practical.
- Redevelopment activities need to be linked to neighborhood groups and community centers.
- A large problem is the disconnection of available sites and buildings with the needs of the current real estate market. Some existing buildings do not meet market needs and must be removed, even though "adaptive reuse" is often desirable and feasible.
- The city should revisit land assembly tools. Abandoned buildings, large and small, have a blighting effect on their neighborhoods.
- The city should be open to a significant change in zoning and land use to accomplish some redevelopment projects. The city should allow flexibility in redevelopment of abandoned "big box" retail sites with possible new uses as light industrial. (An example is the demolition of an older eastside motel to accommodate a new Home Depot store.)
- The city needs an "ombudsman" for brownfield-impacted projects.
- Resources are needed at the neighborhood level, especially for smaller, scattered redevelopment and brownfield sites. For these situations some new tools or policies are appropriate: flexible tools and funding; indemnification from local environmental claims and enforcement; and, "bundling" several projects under a single liability insurance policy.
- Adjoining properties may also need attention in these efforts due to the stigma of "brownfields."
- Need for flexible money and neighborhood environmental testing for contamination.

Dennis Slaughter announced a supplemental meeting has been scheduled as part of the Issue Committee phase. This meeting is set for Wednesday, March 21, 2001 at 7:00 PM in the Warren Branch of the Indianapolis-Marion County Public Library. The meeting will give citizens an opportunity to receive a progress report on the eight issue committees. The meeting also will allow discussion of some issues that could not have been handled within the scope of the eight committees.

The meeting was adjourned at 1:30 PM.

MEETING THREE

March 16, 2001

Glendale Branch Library - Glendale Mall

**Committee Members
present:**

Bill Taft - Chairperson
Margaret Banning
Larry Coffey
Tom Crouch

Beth Grigsby
Kyle Hendrix
Bill Ihrer
Steve Logan
Thomas Major
Karen McClurg

Norman Pace
Randy Scheidt
Sylvia Trotter
Robert Veneck
Andy Whitehurst

Others present:
Charlie Sachs

Staff Present:
Kevin Gross
Dennis Slaughter

Dennis Slaughter reported that Chairperson Bill Taft would arrive later in the meeting. Mr. Slaughter described the theme of this meeting as an exploration of redevelopment issues in older shopping centers with the additional focus on the facility development program of the Indianapolis-Marion County Public Library system.

He introduced the first guest speaker, Robert Kennedy, Facilities Director for the library system. Mr. Kennedy described the libraries recent projects including expansion at the Pike Branch, a new Franklin Township Branch, a new Brown Branch under construction, plans for a new Haughville Branch and a new Flanner House branch. He noted recent library partnerships with the Children's Museum and the community college site in the City of Lawrence. He explained that leased sites must be paid from the library's operating budget not from a capital budget.

He explained that the new Brown Branch is using leased parking from an adjoining church. He said that the new library should be beneficial to nearby businesses.

Mr. Kennedy explained that the Glendale library is drawing higher counts of patrons than the branch it replaced. He explained that the new branch is better situated to include an under-served area in the Keystone Corridor. He pointed out that mall merchants have observed that the new library has been beneficial to their retail business. He noted the importance of adequate parking for libraries, especially because of frequent use of the meeting rooms.

Mr. Kennedy stated that the public library system needs 2-3 more branches in western Perry Township and the Michigan Road area. He also noted that the Brightwood Branch needs to become more visible.

He stated that the library is planning to conduct a survey of Glendale Branch library patrons. He stated that this survey will help to quantify the relationship of library usage and shopping on the same visit to the mall.

Tom Crouch introduced Al Kite, Chairman of the Kite Companies. Mr. Crouch described various projects that Mr. Kite has completed including the Lockerbie Marketplace. Mr. Kite said that his company is pleased with the results of the new Glendale Branch being located within the mall. He noted that the mall has several other ways of reconnecting with its community setting, including services for senior citizens and IUPUI. He stated that the mall will add more restaurants.

Mr. Kite pointed to a recent conference hosted by Mayor Daley in Chicago that stressed the importance of libraries in urban redevelopment. Margaret Banning said that she attended this conference.

Committee members asked questions of the speakers. In response to a question, Mr. Kennedy stated that librarians must be sensitive to the needs of their neighborhoods. He also noted that new libraries are being built to allow for noisier and more active areas for children while providing "quiet rooms" for adult patrons. Mr. Kennedy also spoke to the need for other public investments and city leadership to improve the attractiveness of redevelopment areas. He noted that the new Haughville Branch is not as likely to stimulate retail redevelopment as other new branches. It was noted that the new 42nd and College Branch has not yet stimulated private investment. Mr. Kennedy offered that strong visual concepts are very useful to promote redevelopment projects.

Mr. Kite observed that Glendale Mall still has progress to make in its redevelopment, but that the prospects are better because of the library's presence there. He was asked if there were specific City impediments that should be addressed in a new comprehensive plan. He noted that the City had been very helpful on this project. He offered the committee suggestions in the form of a pre-construction checklist. He noted that failing "big box" retail buildings will be very difficult to redevelop. In many cases the market has shifted or other retailers have very different building requirements. Older buildings may have to be cleared. In any case the City must take a leadership role in redevelopment. Randy Scheidt stated that a shopping center conference was just held in Indianapolis that dealt with this issue.

Mr. Kennedy stated that the Public Library will pursue more partnerships and joint ventures in future branches.

Bill Taft thanked the speakers for their participation in the meeting. He asked the committee for approval of the minute of 2-23-01. The minutes were approved.

Mr. Taft asked the committee to identify goals and issues from today's meeting.

- Libraries cannot do neighborhood redevelopment by themselves, but they can be valuable assets to neighborhood improvements.
- The Library's Glendale patron survey is planned. It would be helpful to this committee.
- The City must take more leadership in redevelopment.
- We should respond to Al Kite's offer to share a pre-construction checklist of issues and problems
- (A good example of big box reuse) is the former Kmart Store on Keystone, south of Fall Creek. This is now the headquarters of Mainscape.
- Senior citizen housing should be considered in mixed use redevelopment
- The city should examine its regulations that apply to Mixed Uses, shared parking and parking ratios
- More "green areas" are needed in redevelopment planning
- Redevelopment partnerships should include:
 - Joint promotions (marketing)
 - Recreational-social agencies such as YMCA's
 - Museums
 - Public safety facilities (police substations, fire stations)
 - Schools
- The City should look at some entity that could serve those areas that are beyond the service areas of funded community development corporations. This would fill a vacuum where there are redevelopment needs but no staffed or funded CDC's
- Senior citizen's needs should be a higher consideration in redevelopment plans. This would include health care, home care, transportation and the needs of persons with low vision.

- Pedestrian access should be improved in redevelopment of shopping centers
- A "family friendly" design would help with baby strollers
- The city should look at temporary or interim uses of older, vacant shopping centers
- Older centers have real image and maintenance problems, code enforcement is needed (to prevent blighting effects)
- Transit shelters are needed in shopping areas

Margaret Banning reported on training opportunities of the Indiana Economic Development Academy. Information can be found on their website **WWW.bsu/edu/ieda**. She also reported on the upcoming National Main Street conference. This conference will be held in Indianapolis April 1-4. She distributed registration information and noted that this conference deals with many redevelopment ideas.

Dennis Slaughter reminded the committee that the next meeting would be held in the same room on April 6. He also reminded the committee of a supplemental public meeting on March 21, 7:00 PM in the Warren Branch Library. This meeting occurs near the halfway point in the Issues Committee phase.

The meeting was adjourned at 1:30 PM.

MEETING FOUR

April 6, 2001

Glendale Branch Library - Glendale Mall

Committee Members

present:

Bill Taft

Monica Acoff

Margaret Banning

Mike Cervay

Larry Coffey

Todd Cook

Joe Giacoletti

Neva Hagedorn

Kyle Hendrix

Bill Ihrer

David Kingen

Steve Logan

Karen McClurg

Catherine Meeker

Norman Pace

Sylvia Seiwert

Chris Streibeck

Sylvia Trotter

Betty Tuller

Others present:

LeslieTurner

George Nichols

Robert Poffenberger

Staff Present:

Kevin Gross

Gina Bush Hayes

Keith Holdsworth

Dennis Slaughter

Committee Chairperson Bill Taft convened the meeting and asked those in attendance to introduce themselves. He asked the committee to review the meeting minutes of March 16, 2001 and asked for a motion to approve the minutes. Karen McClurg moved to approve the minutes and Steve Logan seconded the motion. The minutes were approved unanimously.

Mr. Taft explained that the City of Indianapolis has tried to attract retail reinvestment back into the inner city. He introduced the guest speaker for the meeting, Bob Wilch, Principal Planner, DMD Division of Planning for the City of Indianapolis. Mr. Wilch presented Inner City Retail Study with a Power Point presentation (handout mailed in meeting packet). Mr. Wilch gave a summary of the findings of this study.

- The United States has an abundance of retail space compared to many other countries. Retail space per capita is increasing. Indianapolis also seems to have a lot of vacant retail space, even in areas where new store construction is occurring. New stores are built in an attempt to gain more market share.
- The average US household spending is \$90 per day.
- The Inner City Retail Study found that inner city areas, particularly Center Township are under-served with many types of retail facilities.
- The study investigated the area's buying power based on "income density" versus "average household income". This method more accurately displays the customer potential in the inner city areas because of more densely settled population.
- Many small businesses can be successful in the inner city because they do not require as high an average sale per customer.
- While many smaller convenience store prices are higher, older medium sized (10-24,999 square feet) stores may have more competitively priced merchandise. These stores are older without heavy debt to repay.
- Neighborhoods and retailers need to work together to improve retail services. The neighborhoods must be built up to attract newer and better stores. Retail will follow as residential areas rebound. Community Development Corporations can help.
- Several retailers have done well in the inner city, such as Family Dollar. Many stores report that they have difficulty finding and keeping employees.
- Many stores have difficulty getting financing.

Mr. Wilch explained the study team of 1999 and consultants involved. This work continues with an advisory committee that is currently meeting. The follow-up continues with a focus on the Highland Brookside and Citizens neighborhoods.

The committee has concluded the following:

- Anchor tenants are essential for property owners to get financing and to attract other tenants.
- Merchants must adjust their products to different neighborhood settings.
- Local involvement can be very helpful in persuading lenders and national companies to take closer look at inner city locations.
- Some state and local regulations and permits could be streamlined for easier business starts or expansions.

Goals and Issues

Mr. Taft asked the committee for suggestions of issues and goals that related to inner city retail problems.

- Design standards need to be tied to city incentives such as tax abatement
- Special redevelopment powers
- Zoning standards need to be tailored to (in concert with) the neighborhood setting
- Redevelopment tools for residential development, to draw people back into neighborhoods, link residential with retail. A planned unit development approach could work for the special needs of a given project.
- Help assemble land for shared facilities such as parking, development of a
- Thematic redevelopment areas.
- Neighborhoods need to be informed and involved in improving the retail facilities in their areas.
- The City of Indianapolis has no organized assistance to small scale commercial and retail businesses. A city contact for small to medium sized retailers is needed.
- Links between workforce development and job training should be improved. Employees need to be ready to work.
- Promote opportunity areas, understand the market and
- CDC's can help by surveying the needs and desires of their areas
- Keep the retail tax abatement
- The City façade improvement program should be expanded to have more funds and be combined with design standards
- Support and training for existing businesses is needed. Someone needs to persuade major companies / lenders that smaller scale stores will work in the inner city. Larger store sizes may not work.
- The city can help redevelopment with improved infrastructure, streets, sidewalks etc.
- Land banking for future redevelopment
- Parking requirements should be reevaluated. In areas where street parking is available, off street parking may be reduced.

Meeting adjourned at 1:30 PM

The next meeting April 27 at the Indianapolis Neighborhood Resource Center and will include a tour of neighborhood redevelopment sites.

MEETING FIVE

April 27, 2001

Indianapolis Neighborhood Resource Center and Redevelopment Areas Tour

**Committee members
present:**

Bill Taft
Monica Acoff
Mike Cervay
Larry Coffey
Alan Goldsticker

Kyle Hendrix
Bill Ihrer
David Kingen
Daniel Kloc
Steve Logan
Karen McClurg
Catherine Meeker

Chris Streibeck
Betty Tuller
Robert Veneck
Andy Whitehurst
Brian Whitman
Cory Wilson

Others present:
Robert Poffenberger

Staff Present:
Gina Bush Hayes
Keith Holdsworth
Dennis Slaughter

Bill Taft, Chairperson, called the meeting to order. He asked the committee members if they had any changes to the minutes of 4-6-01. Brian Whitman seconded the motion to approve the minutes and Steve Logan seconded the motion. All approved.

Karen McClurg explained the services of the Indianapolis Neighborhood Resource Center (INRC) and distributed their newsletter and her business cards. She described the center's staff and their backgrounds and knowledge of Indianapolis. INRC offers technical assistance and assists neighborhoods with finding agencies and businesses as collaborators. INRC offers leadership training to individuals and neighborhood groups including computer training. Ms. McClurg also explained that INRC can assist in linking redevelopers with neighborhoods.

Dennis Slaughter explained the day's tour as a combination of sites have been declared redevelopment areas by the city or may have other characteristics of interest to the committee.

He also announced a request from the Neighborhoods and Housing Issue Committee to the Redevelopment Issues Committee to arrange a meeting on housing issues in redevelopment areas. Mr. Slaughter said that this meeting has not been scheduled but will be announced to all committee members. Steve Logan suggested that better communications are needed between developers and neighborhoods where projects are planned, especially to gather neighborhood input earlier in the planning process.

The business agenda was completed at 11:50 AM. Committee members left for the shuttle bus provided by Clarian Health. The bus tour concluded at 1:30 PM

SPECIAL MEETING ON HOUSING DEVELOPMENT

*May 14, 2001
Children's Museum*

Participants:

Margaret Lawrence
Banning
Kristen Blakely
Robert Dine
Beth Grigsby

Lamont Hulse
David James
Eileen Laughlin
William Marquez
Kerry May
George Nichols

Robert Poffenberger
Jeannette Robertson
Jan Robbins
Mariam Alam Stacy
J. P. Stancil
Bill Taft

Tony Waddy

Staff Present:

Gina Bush Hayes
Dennis Slaughter

General comments about infill housing development:

- Neighborhood based coalitions are needed. Start with "grass-roots" organizations, with a strong vision. Don't be afraid to "think out of the box"
- Implementation plans need:
- Experience developers and builders.
- Community effort and involvement throughout.
- City leaders and neighborhood leaders must come to the table
- Lenders need to start to redefine lending. Traditional thinking doesn't work
- A project's strategic plan must have qualified planners, architects and engineers. They need to anticipate the particular challenges of infill development.
- A "master builder or developer" is needed to oversee the overall project.
- BAGI needs to give more attention to infill/redevelopment housing projects. This is a growing field in this area.

The discussion turned to suggestions for changes in the City of Indianapolis's policies and roles in housing and redevelopment:

- Provide "deliverable lots" for housing developers and builders. This means lots with old foundations removed, free of debris and comparable to new subdivision lots in the suburban areas. A comment later in the meeting suggested that it may be best to clear lots completely with the initial demolition order/action. They city would likely be expected or required to remove the foundation later.
- Coordination of other city projects that affect in-fill development. Example: the City's CSO abatement project has impact on the assembly of land and the costs to developers. Some alternatives may be needed in the redevelopment areas. Storm drainage and sanitary sewers are related. The city's long term plans affect many active or potential in-fill housing areas.
- Trees along alleys and within lots may have to be removed to reassemble lots and repave alleys.
- Infill/redevelopment areas need upgrades to various types of public infrastructure including sidewalks and streets.
- Traffic calming approaches are needed in redevelopment areas on streets that will be relined with new houses. Pedestrian safety needs to be more of a consideration given that the existing street grid will have new homes, children, etc. More streets need to be protected from higher speeds and higher volume through traffic.
- Property taxes on new development are prohibitive without property tax abatement. This applies to new construction being assessed at values comparable to new construction elsewhere. County and township assessors need to be involved.
- Revisit single family tax abatement. This is more an issue to moderately priced housing. New or improved units of \$300-400,000+ are not as affected as lower priced single family homes.

- Tax increment financing (TIF) is a source of redevelopment funding, but should be used more innovatively.
- Retail and commercial services/establishments are needed to serve the areas with new residents. These need to fit the needs/tastes of new residents.
- Modern retail footprints require more lot depth from the main street than is afforded by many existing lots. Limitations can be abutting lots with homes on them. The city can use its land assembly tools in these cases. Vacant lots on 16th Street were cited as not being used to their retail potential while the neighborhoods north and south are rebounding.
- Development standards are needed that will allow both more modern retail footprints, workable floor plans and compatibility with the abutting homes and neighborhood fabric.
- Work with existing residents to allow them to stay in their homes, while in-fill occurs around them. These homes may need assistance to make physical improvements.
- "Gap" financing is needed to assure that redeveloping neighborhoods have market housing that has diverse incomes. Current residents need loans specifically to update their homes and make them attractive as a family needs change. This area needs loan packages that are tailored to renovation and remodeling. "Community Development" lenders.
- The city should evaluate its approach to abandoned buildings, tax sale properties, and code enforcement.

MEETING SIX

*May 18, 2001
Wheelers Arts Community*

**Committee members
present:**

Bill Taft
Margaret Lawrence
Banning
Larry Coffey
Todd Cook

Joe Giacoletti
Kyle Hendrix
Bill Ihrer
David Kingen
Karen McClurg
Norman Pace
Robert Poffenberger

Chris Streibeck
Betty Tuller
Andy Whitehurst
Brian Whitman

Others present:
Jan Robbins - MIBOR

Staff present:

Kevin Gross
Gina Bush Hayes
Keith Holdsworth
Dennis Slaughter

Chairperson Bill Taft convened the meeting at 11:30 AM. He asked if the committee had any corrections or changes to the minutes of the April 27 meeting. Seeing none he asked for a motion to approve the minutes as published. Brian Whitman made the motion and Karen McClurg seconded the motion. All approved.

Bill reviewed the purpose of the meeting. He explained that the committee must refine draft goals, recommendations and standards. He noted that previous drafts, which were mailed to the committee, have been reorganized under three new headings: Implementation Infrastructure; Tools to Strengthen Existing Assets and; Tools to Attract New Investment.

Dennis Slaughter explained the revised format for goals, recommendations and policies. He noted that much of the content for recommendations was drawn directly from suggestions that were recorded at the end of earlier committee meetings.

Committee members discussed the need to have development standards that reflected the urban development patterns that were present generally before and after W.W.II. It was pointed out that most of the recommendations will fall under the core mission of the City of Indianapolis's Department of Metropolitan Development, but suggestions need not be limited to DMD's powers and responsibilities. The "audience" of these recommendations at least should be for things that the DMD controls or can influence.

Committee members discussed the needs of small businesses in redevelopment projects, noting that this is a weakness in the current arrangements. Larger business prospects are directed to the Indianapolis Regional Economic Development Partnership. It was suggested that the city should create a clearer point of contact for commercial development and redevelopment prospects.

The committee discussed the need for zoning regulations that are flexible enough to allow a neighborhood's prevalent land uses and building types to be rebuilt without zoning variances. Examples cited were ground floor storefront business with residential uses above and areas where smaller house and lot arrangements are permitted. It was suggested that the current C-3-C district could be improved to accomplish this objective. These concepts are usually associated with "new

urbanism" or "neo-traditional" urban design techniques. Committee members also supported requirements for making new parking lots more attractive and adding sidewalks to streets whenever there is a major improvement project. The committee supported the overriding concept that the city's development regulations must be well suited to the existing neighborhood patterns. It was also noted that redevelopment offers opportunities to add open space, trails, sidewalks, trees and landscaping that are not adequate before redevelopment takes place.

The committee raised some concerns that redevelopment commitments must be monitored. To ensure enforcement neighborhood plans and specific development approvals must be closely linked. It was also stressed that to be successful, redevelopment projects need active marketing and promotions. Simply adopting a plan is not sufficient. The committee pointed to the need for strong CDC's and neighborhood organizations to ensure successful redevelopment projects.

Bill Taft said that he would work with staff to refine these points in the goal, recommendation and standards format. Dennis Slaughter reminded the committee that the next meeting would be June 8, again in the Wheeler Community Arts Center.

Meeting adjourned 1:20 PM

MEETING SEVEN

*June 8, 2001
Wheeler Community Arts Center*

**Committee members
present:**

Bill Taft
Margaret Lawrence
Banning
Todd Cook

Joe Giacoletti
Kyle Hendrix
Bill Ihrer
Daniel Kloc
Steve Logan
Karen McClurg

Catherine Meeker
Robert Poffenberger
Chris Streibeck
Betty Tuller
Brian Whitman

Staff Present:

Gina Bush Hayes
Michael Rogers
Dennis Slaughter

Chairperson Bill Taft convened the meeting at 11:35 AM. He explained the work remaining before the committee and the likelihood that a ninth meeting will be needed to complete the review of the final report. The committee agreed to set the ninth meeting on Friday July 20, 11:30 AM again in the classroom of the Wheeler Arts Center.

Dennis Slaughter introduced Michael Rogers as an intern working in the Comprehensive Planning section of the Division of Planning. Mr. Rogers is Senior at Morehouse College. Mr. Slaughter explained the format for goals, recommendations and standards, including comments, responsible parties and justifications. All eight issue committees are using the same report format.

Bill Taft asked if the committee had any corrections or changes to the minutes of the May 18 meeting. Seeing none he asked for a motion to approve the minutes as published. Robert Poffenberger moved to approve and Brian Whitman seconded the motion seconded the motion. All approved.

Mr. Taft explained that the purpose of this meeting was to review the second and third groups of goals, Tools to Strengthen Existing Assets and Tools to Attract New Investment. As time allowed the recommendations under the first goal grouping, Implementation Infrastructure, would be reviewed. Dennis Slaughter explained that the revisions since the last included comments and suggestions from Bill Taft, Robert Poffenberger and Kyle Hendrix and were dated as revised to 6-5-01.

Beginning with page 4 of 10 of the latest revisions, the committee discussed the draft recommendations that dealt with home loans. Issues included the availability of loans and the effect of lending practices on income diversity in neighborhoods. The committee recommended that the reference to "public transit" broadened to include other forms of transportation, which could include bikeways and greenways. The committee clarified the recommendation for more loan products for "small scale" rentals to mean 2-4 unit buildings and to indicate longer financing terms. It also clarified the next recommendation about preserving the housing stock where the housing is "convenient to relevant services." The committee discussed other barriers that dealt with code problems and supported adding a recommendation that the new plan be made available on the City of Indianapolis's geographic information system.

On page 5 of 10 the committee moved both business recommendations to the second goal under "Tools to Strengthen Existing Assets." On page 6 of 10 it was agreed to add a comment that conditions on tax abatement programs should be enforced and that non-traditional modes of transportation should also be coordinated with redevelopment projects. Another recommendation was supported to consider creating a new neighborhood from the clearance and redevelopment of older, obsolete shopping centers. These sites could support some forms of higher density housing as well as retail, office and other employment facilities. On page 7 of 10 revisions were directed for the recommendations on the use of GIS to display redevelopment areas and a distinct recommendation for the use of "Business Improvement Districts" as a method of improving the physical and operational conditions for business districts.

Bill Taft concluded the meeting by reminding the committee that they needed to review the draft materials and be ready to review the third goal grouping, "Tools to Attract New Investment." Dennis Slaughter said that much of the other draft report materials would be included with the next meeting packet.

The meeting was adjourned 1:30 PM

MEETING EIGHT

*June 29, 2001
Wheeler Community Arts Center*

Committee Members

Present:

Bill Taft
Margaret Lawrence
Banning
Larry Coffey
Todd Cook

Joe Giacoletti
Beth Grigsby
Kyle Hendrix
Bill Ihrer
Steve Logan
Karen McClurg
Norman Pace

Chris Streibeck
Betty Tuller
Andy Whitehurst
Brian Whitman

Others present:
George Nichols

Leslie Turner
Tony Waddy

Staff Present:

Kevin Gross
Dennis Slaughter

Bill Taft, Chairperson, convened the meeting at 11:40 AM. He asked the committee to review the minutes of the June 8, 2001 meeting. Karen McClurg asked for clarification of Page 2, second paragraph, third sentence, which referred to redevelopment of older, obsolete shopping centers. After discussion this sentence was modified. Mr. Taft asked for a motion to approve the minutes with that amendment. Karen McClurg moved to approve and Beth Grigsby seconded the motion. All members approved the motion.

Mr. Taft explained the goal for this meeting was to complete the third set of Goals, Recommendations and Standards under the heading "Tools for Attracting New Investment." Dennis Slaughter asked the committee to check the credits page for the final report and to find a revised sheet for "Redevelopment Project Types." The latter would be discussed as time allowed. He also pointed out that several copies of the final report mock-up are on the tables for review.

Mr. Taft asked the committee to turn to draft page 6-8. A suggestion was raised to add a recommendation for "greyfields", as these sites may be more numerous than "brownfields" and seem to be increasing around the city. It was also suggested that Indianapolis should look at the approach of the City of Chicago. The committee discussed the need for a higher level of code enforcement on abandoned or vacant buildings. They pointed out the blighting effects of vacant buildings and sites upon their surroundings. It was also suggested that certain incentives like tax abatement could be used for qualified retail projects. It was also suggested that the City of Indianapolis should create a position of "greyfield coordinator" similar to the brownfield coordination under the Division of Economic Development.

The committee suggested that the City of Indianapolis could participate in or link with CDC's, MIBOR and other commercial and industrial information sources to disseminate information about redevelopment projects and greyfield sites. This City of Chicago was cited as a good example for redevelopment opportunities, public incentives and sites are available in a website. The committee emphasized that easy access to property and program information was essential to market redevelopment sites.

The committee suggested that draft recommendations #3 and #7, on page 6-8, are similar and should be combined. It was also clarified that the Department of Metropolitan Development does not have a direct role in employment and training programs. The Indianapolis Private Industry Council should be added as a responsible party with a connection between job training and neighborhood redevelopment efforts.

It was agreed that draft recommendation #8 should be moved to page 2-8. The committee directed that the comment under #9 be changed from a question to a statement and to emphasize that local and small retail businesses are key to successful neighborhood retail revival. #10 was modified to read "encourage the use of the "Main Street" model of the National Trust for Historic Preservation. Under Standards page 7-8 the committee clarified that #1 was intended to expand historic overlay protections and #2 would encourage the conservation of districts that did not meet strict historic district requirements. #3 should be amended to add "where not adverse to residential neighborhoods."

Bill Taft concluded the meeting by pointing to the question at the bottom of page 7-8. He told the committee that issues related to land banking, page 8-8 and the changes to the preceding sections would be dealt with at the last meeting on Friday July 20. The meeting was adjourned at 1:45 PM

MEETING NINE

*July 20, 2001
Wheeler Arts Community*

Committee Members

Present:

Bill Taft
Mike Cervay
Larry Coffey
Joe Giacoletti

Bill Ihrer
David Kingen
Daniel Kloc
Steve Logan
Catherine Meeker
Norman Pace

Robert Poffenberger
Chris Streibeck
Betty Tuller
Brian Whitman

Staff Present:

Gina Bush Hayes
Keith Holdsworth
Michael Rogers
Dennis Slaughter

Bill Taft, Chairperson, called the meeting to order at 11:35 AM. He asked Keith Holdsworth, Principal Planner, to give the committee a status report on the Issue Committee phase of the Comprehensive Plan. Mr. Holdsworth explained that most of the committees have completed their last meetings and staff is now working on the final committee reports. He explained that these reports will be compiled with the Steering Committee acting to resolve any conflicts among the various recommendations. Then a second round of town hall meetings will be used to disseminate the recommendations to the community. The land use plan updating will follow and is expected to conclude around August or September 2002.

Dennis Slaughter explained two handouts on "new urbanism" and website information from the City of Chicago. He pointed out a current article in Planning Magazine that included the planning web site of the City of Indianapolis. He asked the committee to participate in the upcoming Town Hall meetings and to promote these events through their organizations.

Bill Taft asked the committee to review the minutes of June 29. Finding that no changes were requested, Mr. Taft asked for a motion to approve the minutes. Brian Whitman moved to approve the minutes and Betty Tuller seconded the motion. All approved.

Mr. Taft directed the committee to the completion of their review of the final report. Mr. Slaughter indicated that the Executive Summary / Letter from the Chairperson will be revised consistent with the format for the other Issue Committees and will contain a summary of the Redevelopment Committee's accomplishments.

The committee moved to their review of the goals and recommendations for the draft dated 7-11-01. Beginning with Implementation Infrastructure, the committee suggested several changes to add emphasis or clarity to this section. A new recommendation for a "two-tier" approach to redevelopment incentives was directed to appear in this section. The only land use mapping standard was redirected into the list of recommendations. The committee agreed to insert a new recommendation for parking lot development standards and to retain another recommendation for

green spaces and landscaping in redevelopment sites. A new recommendation was supported that would deal with the disposal of surplus public property and tax delinquent property. A related recommendation was supported to reduce the blighting effects of such property by controlling weeds and trash and better securing and closure of vacant buildings.

The committee turned to the section "Tools to Strengthen Existing Assets." The committee suggested an additional recommendation for better code enforcement in redevelopment areas. Concerns were expressed about ensuring that signage, including billboard signs, would be compatible with neighborhood settings. It was agreed to add some phrasing to the recommendations on urban design standards. The committee discussed the need for regular progress reports on redevelopment projects. It was agreed to add this comment to the Executive Summary / Letter from the Chairperson.

Bill Taft thanked the committee for their participation and help.

The meeting adjourned at 1:30 PM

appendix five

GLOSSARY OF PLANNING RELATED TERMS AND ACRONYMS

Many sources of information have been used to prepare this glossary. Included are the *Indianapolis Star* newspaper, the *Indianapolis Business Journal*, the *Unigov Handbook*, prepared by the League of Women Voters; *The Encyclopedia of Indianapolis*, prepared by The Polis Center at IUPUI; the *Dictionary of Banking Terms*, prepared by Barron's Business Guides, the *Rainbow Book*, prepared by the Information and Referral Network, Inc.; *Principles and Practices of Urban Planning*, prepared by the Institute for Training in Municipal Administration; and many documents prepared by the staff of the Department of Metropolitan Development and other agencies listed below. Also the helpful staff members of the Department of Metropolitan Development have contributed a great deal to the information provided here.

Community Development Corporation (CDC): A corporation made up of community members who represent specific geographic service areas and are primarily engaged in affordable housing development and overall improvement of the quality of life in their areas.

Department of Metropolitan Development (DMD): A City of Indianapolis department that plans and implements projects and services focused on public safety, jobs and economic development, affordable housing, and the empowerment of neighborhoods through citizen participation.

Department of Public Works (DPW): A City of Indianapolis department that is responsible for sanitation, including trash pickup and sewage disposal. Other activities include wastewater treatment and disposal, maintenance of infrastructure, street maintenance, and the protection of City environmental resources.

Development Authority: An independent agency of local government that possesses special powers beyond those of city government. A public housing authority is a good example because it has the ability to issue special bonds for public housing. *Planning Local Economic Development- Edward Blakely*

Greyfield Mall: Retail properties that require significant public and private-sector intervention to stem decline. Greyfields are developed sites that are economically and physically ripe for major redevelopment.

Indianapolis Coalition of Neighborhood Development (ICND): An association of Indianapolis community development corporations (CDCs) which facilitates the comprehensive redevelopment of Indianapolis center city neighborhoods by promoting communication, collaboration and cooperation among CDCs. ICND, through its 16 members, links CDCs with one another, with their institutional partners, and with the residents of Indianapolis neighborhoods to build economic opportunities and a strong community for all.

Indianapolis Housing Task Force (IHTF): A broad based committee that will begin work in 1998 to discuss and make policy recommendations regarding a wide range of topics. A preliminary list of topics includes welfare to work, jobs in housing, transitional housing, HUD changes and how they may affect the city, and income diversification in housing.

Indianapolis Neighborhood Housing Partnership (INHP): An agency that works to expand the supply of quality, affordable housing through leveraging public and private resources. INHP provides home ownership training, housing counseling, low cost loans, and also serves as the coordinating body for the community development corporations in the city.

Indianapolis Private Industry Council (IPIC): A business-led organization serving as advisor, advocate, and agenda-setter for workforce development in Marion County, with interest in

maintaining and increasing the economic vitality of the region. IPIC focuses on the increasing challenges confronting local employers; reflects the City of Indianapolis' pro-business, anti-red tape philosophy; seeks to creatively and effectively link job seekers with employers; has more than thirty public, private, and philanthropic funding sources for planning, administration, and oversight of specific workforce development programs; and serves as a broker of workforce resources to area service providers.

Indianapolis Urban Economic Development

Initiative (IUEDI): The UEDI marks a first-time collaboration between the Indianapolis Chamber of Commerce, the Local Initiatives Support Corporation (LISC), and several neighborhood-led community development corporations (CDCs) through their association in the Indianapolis Coalition for Neighborhood Development (ICND). The Indianapolis UEDI has three primary goals. First, it will provide new specialized staffing to several neighborhoods to encourage and broker commercial real estate deals and organize merchant associations. Second, it will provide a significant pool of funds for loans and predevelopment grants to be used by community-led development groups to make the once neglected infrastructure an attractive alternative for businesses to relocate or grow their current ventures. Third, it provides an opportunity to study these markets with the most sophisticated economic research methods available while at the same time empowering local merchant associations and neighborhood groups to embrace a new language, based on these results, to aggressively communicate the market assets of the community to any potential entrepreneurs.

Neo-traditional Development; An approach to land use planning and urban design that promotes the building of neighborhoods with a mix of uses and housing types, architectural variety, a central public gathering place, interconnecting streets and alleys, and edges defined by greenbelts or boulevards. The basic goal is integration of the activities of potential residents with work, shopping, recreation, and transit all within walking distance. (CGPG) Also known as Traditional Neighborhood Development and New Urbanism

Redevelopment Area: Areas that are designated for redevelopment by the Metropolitan Development Commission (MDC) and administered by Department of Metropolitan Development (DMD.)

Establishing a redevelopment area allows government to accomplish a wide variety of public goals.

A variety of tools can be used in the districts to acquire and assemble land (including eminent domain), prepare it for disposition, write-down acquisition costs, make needed area improvements, and assist developers and property owners in improving their property. *Division of Planning - Owners Manual - 1999*

Redevelopment: The physical and economic revitalization of a neighborhood or community, usually with large amounts of public funds. *Planning Local Economic Development- Edward Blakely*

Urban Redevelopment: The earlier word for urban renewal. Defined broadly, it meant the programs, policies, and actions designed to eliminate blight and improve the urban environment and its institutions so as to produce a more wholesome life for a nation's urban people. *The Language of Cities -Charles Abrams*

Redevelopment: The development or improvement of cleared or underdeveloped land, usually in an urban renewal area. In technical usage, this term includes the erection of buildings and other development or improvement of the land by private or public redevelopers to whom the land has been made available, but does not include site or project improvements installed by a local public agency preparing the land for disposition by sale or lease. The distinction between the popular and technical meanings is significant in that necessary expenses by a local public agency in preparing land for disposition to redeveloper may be considered part of gross project cost for federally assisted financing purposes. The expenses incurred by the redeveloper in the reuse of the acquired land, however, are entirely his obligation. *Dictionary of Development Terminology Terms with asterisk from the "Division of Planning - Owner's Manual"*

appendix six

REDEVELOPMENT PROJECT TYPES

Suggestion to identify and classify projects which are eligible for public assistance under redevelopment law but vary in their scope, complexity and neighborhood impact.

"Tier One Projects"

Characteristics:

- Single business expansion or relocation. This is for business retention and expansion.
- Renovation of a vacant or underused building
- Smaller, less costly, quicker implementation (1-3 years)
- Neighborhood impact is minimal since the business entity or structure is already there.
- Projects where existing businesses require "elbow room" to remain competitive and grow. Their site alternatives may be outside of the city's older neighborhoods or even outside of the City of Indianapolis. Little public infrastructure affected (Example: no street relocation but possible alley vacation)
- Some blighting land uses may adjoin the business expansion site and need to be cleared
- Some projects may include acquisition of scattered housing (remnants of a formerly solid residential neighborhood that inhibit business expansion). A new, more stable and compatible edge between residential and non-residential uses can be created as a result of the public participation in the project.

Application requirements

- All statutory redevelopment plan declaration requirements (with majority of subject parcels already under control of beneficiary/applicant?)
- Does not require an overall neighborhood development plan or extensive neighborhood involvement (all public hearing requirements, notice and meetings are followed, of course)
- The project beneficiary is a conforming land use, without zoning, building, health or environmental violations.
- May be used for vacant or underused buildings that have a blighting impact on the neighborhood. City involvement would come only after free enterprise efforts have failed to accomplish the steps needed to remove blight and attract new investment. *
- Applicant must demonstrate that private land assembly has proved difficult. The City's acquisition powers could be used to complete land assembly, without which the project would not be feasible.

"Tier Two Projects" (multiple parcels, several affected businesses and property owners)

Characteristics:

- Larger, more costly, fewer in number, more complex to arrange and implement
- Longer time frame, larger benefit area
- Redevelopment plan declaration
- Various tax incentives may be employed
- Various direct financial tools may be used

- Extensive public investment typical, not just in declared area
- Includes extensive public involvement. This would help to refine the project's scope and increase public support for the new development.
- Redevelopment areas are not isolated from a larger neighborhood plan but follows or occurs concurrently with neighborhood-based plans
- City is willing to target other assistance (charter schools, community policing-roll call office, concentrated code enforcement, trash and street cleanups etc.)
- City of Indianapolis may support marketing and feasibility analysis. Some preliminary work could have been included with a neighborhood planning process.

Application requirements:

- All statutory redevelopment plan declaration requirements
- Requires an overall neighborhood development plan in place or extensive neighborhood involvement (all public hearing requirements, notice and meetings are followed, of course)
- Applicant must demonstrate that private land assembly has proved difficult. The City's acquisition powers could be used to complete land assembly, without which the project would not be feasible.

Both types of projects would benefit from a countywide redevelopment advocacy and promotion entity.

The distinction between these is suggested as a way to evaluate the extent of public incentives and how to relate redevelopment plans to other sub-area or neighborhood plans. "Tier One" projects may be acceptable without first adopting a comprehensive neighborhood improvement plan but should be evaluated against any existing plans in place. "Tier Two" plans would tend to be more costly, affect more property owners and take much more time to implement. Tying these to a neighborhood plan would ensure that the various public commitments and expenditures are rational and appropriate.

Excerpt from Indiana Code: (underline added)

*The clearance, replanning, and redevelopment of blighted, deteriorated, and deteriorating areas are public and governmental functions that cannot be accomplished through the ordinary operations of private enterprise, due to the necessity for the exercise of the power of eminent domain, the necessity for requiring the proper use of the land so as to best serve the interests of the county and its citizens, and the cost of these projects.